

Integrated Development Strategies: Key Components of Strategic Approaches

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Abstract: Dhaka is a megacity in terms of population. Overcrowding, poverty, informal settlement, unequal distribution of space, lack of proper planning and city development strategies, the city is posing serious threat to face the 21st century challenges. There is no alternative way to improve our cities without a collective city vision and a strategic action plan aimed at policy and institutional reforms to survive in an increasingly competitive world. This paper focuses on integrated development strategies. Concepts related to content of strategies and plans, participative planning processes and integrative planning are analyzed. The role of transportation planning is used as an example to discussed how technical integration together with financial and institutional integration could be used as a tool to gain the potential benefits of an integration approach. Overall the paper seeks to show the importance of using concepts to help develop strategies for Dhaka city beyond the boundaries of administrative, financial, institutional and disciplinary divides.

Keywords: Development Strategy, Integration, Capacity building, SISPIO analysis, Participation.

I. Introduction

Dhaka is a megacity in terms of population. Overcrowding, poverty, informal settlement, unequal distribution of space, lack of proper planning and city development strategies, the city is posing serious threat to face the 21st century challenges. There is no alternative way to improve our cities without a collective city vision and a strategic action plan aimed at policy and institutional reforms to survive in an increasingly competitive world. Strategies for development are critical, and in the case of cities it depends on the interconnected nature of cities and regions. Strategic programmes and investments must be developed creatively to make the best use of resources and to achieve its objectives. Planning process, participation, institutional development and finance must be well integrated with economic development and other focal areas if balanced and sustainable development is to be achieved (Davidson, 2010). Another key component of integrated approach is the situation, Initiative, Strategy, Process, Input and Output model (SISPIO) has been analysed and consider for our Dhaka city development strategies.

II. Research method

The research consists of three main phases: desk study, field research and information analysis. Desk study helped to analyze different components of integrated development strategies. Using the critical application of concepts including city development strategies; planning beyond boundaries; integrated planning; participative planning and capacity building. Field research in the city of Rotterdam, the Netherlands, Antwerp, Belgium helped to relate concept and theories and their use in

strategies for local context. Analyze existing experiences of the city and regional development strategies by SISPIO (Situation, Initiative, Process, Strategy, Input and Output), and to derive lessons and recommendations on the basis of the analysis of the main study area concerned.

III. City Development strategy

City development strategy (CDS) is a process of preparing a long-term vision of the city's future focus on strengthening economic competitiveness, but poverty reduction, environmental, urban structure, infrastructure, and financial aspects are also covered from which is drawn a short-term action plan (ISTED, 2010). The process is participative; involving major stakeholders from all segments of society depends on the location, the context and the players. According to Cities alliances (2003) "In order to confront the challenges posed by the unprecedented rate of urban growth and increasing urban poverty, cities need to plan ahead in order to make more informed choices about the future and the need to act now. A city development strategy supports cities in this critical decision making process and is focused on implementation. It is an action-plan for equitable growth in cities and their surrounding regions, developed and sustained through participation, to improve the quality of life for all citizens".

Planning beyond the boundaries/ Transportation planning and regional development: Cities and towns are the engines of national regional and local economic development, Dhaka the capital of Bangladesh is one of the fastest growing megacity in the world is also no exception. 55-60 of total people are concentrating towards four metropolitan cities to meet their basic needs and living permanently to a vulnerable condition that degrading the health and aesthetic of the city. Government cannot forcefully stop them unless provides basic facilities outside urban center. They need to become the focus of good government and the venue for social inclusion and poverty reduction.



Fig 1: Integrated Strategies: Concepts and Linkages, Source: Davidson, 2010

There are about 13 million people living in Dhaka. Due to the insufficient and inefficient provision of road and transport network people cannot move from one place to another smoothly. They are losing money, time and energy due to traffic congestion that also polluting the city. The provision of public transport is very poor: thus private forms of transport such as minibus, CNG, taxi etc. are emerged. This is one of the main barriers for our city development. City development strategies focus on creating an environment to ensure that this happens (ADB, 2010). The provision of infrastructure such as transport network can play a key role in the development of efficient, healthy and sustainable cities. Transport infrastructure investments act as a complement to other more important underlying conditions such as economic conditions, investment conditions, political conditions, which must also be met if further economic development is to take place (Banister and Berechman, 2001). Urban infrastructures particularly transport networks and systems are generally acknowledged to be the most powerful in shaping urban spatial structure (UN-BABITAT, 2009). For instance “Randstad rail” network strategy in Rotterdam, the Netherlands; due to smooth connection with Hague and in between conurbation areas people are moving outside to live and can easily access to city Centre by different mode of transport. Planning has to deal with functioning beyond administrative boundaries and across different interest groups (Davidson, 2010). Strategy does not always work as intended but a form of sustainable accessibility creates which influence different forms of development. For Dhaka, we need a long-term vision with a short-term action plan.

Integration in planning: Integration in planning has the potential to mobilize and allocate scarce resources more efficiently, and integrated programmes can be more effective in reaching their objective. This is very important if it means that more families get access to basic services or that a town's economy can function better (Davidson, Lindfield, 1994). In Dhaka, due to lack of sufficient accessible road and transport facilities parents do not find any public or private transport to drop their kids in school timely on their way to office in the morning and after dropping their kids they have to travel to the other parts of the city as the transport and land use are not integrated (Hasan, 2008). Moreover utility service work takes place on the city's roads one after another from different departments such as WASA, BTTB, R & H, that causes serious problems for city dwellers. Absence of Comprehensive and Integrated system, lacks vertical coordination across layers of government and horizontal coordination along sectors of government. We need a clear policy framework, which will provide social, economic, cultural and political-institutional sustainability because inappropriate attempts to integrate can waste time and resources resulting organization with no significant net gain in efficiency or effectiveness of output. Integration should only be attempted when the benefits are so clear to all parties (key stakeholders) involved. However in project formulation there is a need to specifically test the degree of integration, for example Levels (co-operation, co-ordination and integration) that increase potential of greater efficiency that comes from sharing common objectives must be taken into account. The four main elements- organizational, technical, spatial and financial must all be taken into account if integration is to be successful (Davidson, Lindfield, 1994).

Capacity Building: Capacity Development is the process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time (UNDP, 2010). Dhaka needs capacity building to cope with a number of existing and incoming issues such as traffic congestion, climate change effect. As we need medium to long term integrated strategic vision for building new transport infrastructure, and to adopt climate change effect additional financial resources, skilled manpower and political conditions (efficient management) will be essential to reaching these goals. Well-governed cities have the capacity to adapt to the changes that global warming will bring in the next few decades (Cities Alliance, 2009). Complex politics is at the heart of Bangladesh's development problems, political uncertainty and a weak civil service is undermining investment and growth (DFID, 2010). Success will ultimately hinge on how able government, people, organizations and societies are to transform their lives for the better. Due to centralized planning system in Bangladesh local authority in Dhaka are struggling to meet the demand and have to depend for states, national government and other parties. Effective change can be one of the hardest things as the capacity to change is often limited. Dhaka is vulnerable to disasters and climate change and this is a major cause of current levels of poverty and a threat to future poverty reduction strategies if not addressed (DFID, 2010). Without sufficient capacity like effective leadership and succession planning, aid coordination and financial management skills, a functioning civil service, a skilled labor force or an environment, lack the foundations on which to plan, implement and evaluate their development strategies (UNDP, 2010). Capacity building makes this foundation for example, funding for physical protection against environmental threats, effort to better understand the impact of climate change and access to information on climate resilient growth and livelihoods.

Dhaka City Development Plan: In the early 90's RAJUK (Rajdhani Unnayan Kortipakkah) initiated the Dhaka Metropolitan Development Plan (DMDP) project to prepare a set of three hierarchical plans; Structure Plan, Master Plan/Urban Area Plan and Detailed Area Plans (DAP). The DMDP Structure Plan sets 20 years (1995-2015) long-term development strategy for metro-Dhaka sub-region of 1528 sq. km of RAJUK area and The DMDP Urban Area Plan (UAP) provides an interim mid-term strategy for 10 years (1995-2005) for the development of urban area within the RAJUK administrative boundary. Detailed Area Plan (DAP), the lowest tier in the three level planning exercises, is basically a local level plan, which provides the land use policies, infrastructure and utility services (RAJUK, 2010). Due to scarcity of funds the project (DMDP) had to be closed down in 1995 without preparing the Detailed Area Plan component.

Detailed Area Plan (DAP) project was launched in 2004, finalized and published in the official gazette in June 2010. The general objectives of Detailed Area Plan were To Implement Structure Plan and Urban Area Plan policies, To Guide and control urban development in an orderly manner in preferred areas of urban expansion and To create an urban environment enabling citizens enjoy the services that suit urban living.

But its implementation was soon made subject to a “final” review by a seven-minister committee in the face of fierce

opposition from real estate developers and Dhaka lawmakers (Ali, 2013). Rajuk Chairman Md Nurul Huda said, "We could not implement major DAP recommendations, as the seven-member cabinet committee did not give any directives and lack of co-operation, co-ordination, participation and integration among different parties. Huda also mentioned Rajuk is now working on preparing another DAP for 2016-35, as the existing one expires its 20-year time limit in 2015.

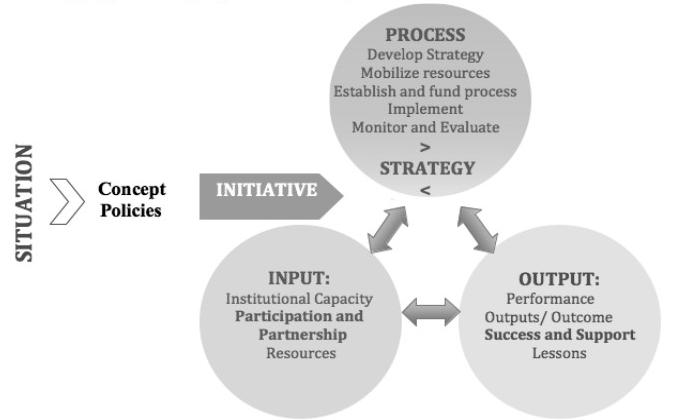
IV. Strategic Planning Approach

Strategies for development are critical to help cities and regions thrive and survive in an increasingly competitive world. The interconnected nature of cities and regions means that strategic programmes and investments must be developed creatively to make the best use of resources and to achieve their objectives. Planning process, participation, institutional development and finance must be well integrated with economic development and other focal areas if balanced and sustainable development is to be achieved.

Integrated development planning requires a strategic approach but there is no standard methodology. However the strategic planning Approach outlined below may provides a useful framework for addressing the gap between the existing situation and the local government's vision for the future.

SISPIO analysis framework:

SISPIO analysis framework is a conceptual planning tool that provides guidance on understanding a strategy, project or plan, in particular one that uses a participatory approach. It uses as a case study base in developing structured interviews and collecting information when examining strategies, plans and projects to be able to develop a practical recommendation. It is divided in to six main components, such as situation, initiative, strategy, process, input and output.



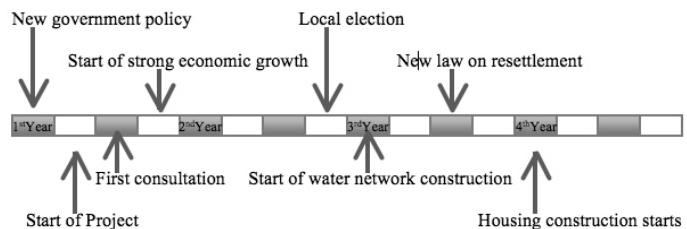
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Fig: Conceptual Analysis Dynamic of Development Strategies.
Source: Davidson, 2010

Situation: This section aims to give an understanding of the environment of the project or strategy over the lifetime. In order to understand a process it is important to briefly review what was happening in the economy, institutional environment, financial environment and thinking, and whether this changed over time if the process being examined is a long one.

Timing and dynamics: Make a time line from the stimulus that led to the strategy and ideas about the project till the present with key events marked. Use a time scale, which makes sense relative to the time period. The figure 3 below gives a simple example. At the bottom, the main phases as covered under process and participation are indicated. They overlap, as it is often the case that parts of a project or strategy may be implemented while others are still being planned and also the relationship to other plans and strategies earlier, later or running in parallel.

Key events external to project



Key events internal to project

Main Phases



Fig. 3: Sample Time frame work of the strategy, plan or project.

Initiative: The aim here is to understand who or what is driving or taking a leadership role the process- e.g. there may be strong mayor, a central government directive or strong local leaders or entrepreneurs. This may well change over time - e.g. the local government changes or a central government policy changes.

Strategy: Here we want to understand what the strategy or plan actually is. What are the goals; objectives, actions, responsibilities, resources and what are the key indicators? Often this information is easily available but it depends on who was involved in developing the plan/ strategy. It is also interesting to see how much flexibility there has been to respond to changes.

Process: Here the aim is to understand how the strategy/ plan was developed, implemented and how and who is involved in implementation and maintenance.

Inputs: Here the need is to understand what resources have been mobilized. This includes money, Land, Labour, energy.

Outputs and outcomes: The outputs are what a project or strategy produces directly. Outcomes refer to broader impacts. Outputs and outcomes normally relate to goals and objectives. But then may be many unintended results, which may or positive or negative.

V. Contextual Analysis; Dhaka City

Among the above six (6) aspects, following three are could be analyze to develop Dhaka city's development strategy.

Situation analysis: This component of the strategy analysis help to understand cities internal and external Situation including demographic statistics, socio economic context,

environmental problems, timing framework (morphological development), governance and other priority issues, moreover strengths and weaknesses and external opportunities and threats of the plan or project can be identified by SWOT analysis. It is a simple framework for generating strategic alternatives from a situation analysis and it stands for strengths and weaknesses, opportunities and threats (NetMBA, 2010). The internal and external situation analysis can produce a large amount of information and can serve as an interpretative filter that classifies internal aspects as strengths or weakness and external situation as opportunities and threats. For example; **SWOT analysis of Dhaka:**

Strengths: Capital of Bangladesh (investment, employment, retail & leisure), diverse population, housing, recreation, office, strong education potential, international airport, strategic location (centre of Bangladesh).

Weakness: Transport network, poor living condition, air pollution, sound pollution, informal settlement.

Opportunities: Creative motivation, interconnectedness by river (economic activity), airport.

Threats: migration from all over the country, not competitive, Environmental and energy issues, waste management.

This tool can help our urban professionals be realistic about what they can achieve, and where they should focus because strength can serve as a foundation for building a competitive advantages and weakness may hinder it. By understanding these four aspects of its situation it can help identify where new resources, skills will be needed. Our urban professionals can be a driving force in sustainable development practices using this “SWOT analysis” technique for assessing the urban condition.

Strategy: Strategy helps to shape all our future living and working environments. It outlines a broad development strategy over a 20-year period and a more detailed investment and action agenda for the Council and its development partners over the next five years (Glasgow, 2009). Dhaka needs a long-term vision focusing on economic, environmental, infrastructure development but also need a short-term action plan to achieve it objectives. With short-term objective Circular Waterways in Dhaka city should be properly linked with the existing road networks to reduce traffic congestion and economic development. Policies should be streamlined to restrict the use of private vehicles to facilitate compact development of the city and bicycle lane could be introduced. City's existing rail stations (Kamlapur, Tejgaon, Banani and Airport station) and network can provide potential points for the growth of nodes and more intensive development for decentralization of population and employment in growth Centre, which can be linked by both public transport and cars and other forms of non-motorized transport. With long-term vision, tendency of the authority should be to relocate the Mahakhali central bus terminal form city area and start thinking about development of underground establishments including terminals and road/rail networks. The strategy process is participative; involving major stakeholders from all segments of society, and there are perhaps five defining characteristics: The plan is owned by the city, a long-term view with a short-term action plan, participation of stakeholders in the process, the product is strategic in nature and multi- faceted and not like a master plan that is more flexible and leads to new ways of thinking about the city's

development and its sustainability. Flexibility emphasized in that each year priorities are renegotiated (Rotterdam, 2009). There are a number of actions a city can take to prepare the ground for carrying out the strategy such as city leadership, up to the highest levels, must be committed to the project, local resources, external sponsor, consultants, senior governments, stakeholders participation.

Input (Participation in planning): One of the most important shifts in planning during the last few decades has been from a view of it as an expert-driven technocratic activity to one that is inclusive of relevant stakeholders and communities (UNHABITAT, 2009). Participation implies that planning is not a purely technocratic exercise in which policies and decisions are made by professionals or by elected representatives alone. Participation in planning is based on a belief that better decisions are reached through a process of knowledge sharing between those concerned. Participation encourages bureaucratic responsiveness and accountability and brings collective knowledge and new ideas to bear on decision-making and is conceived of as an interactive communicative activity. Citizen control over decision-making is the most empowering form of participation that is based on interactive processes of learning and self-mobilization. Consultative forms of participation can improve the transparency and responsiveness reduces costs and ensures the achievement of project objective and a sense of ownership grows (Glasgow, 2009). It maybe used purely as a tokenistic legitimizing device. For example, participation in Glasgow city 2; consultation took place throughout the plan making process with strategic aims to; be inclusive, be open and accountable, increase awareness of the purpose of plan and plan preparation process and create a sense of ownership that leads to a commendation in the Scottish awards for quality in planning. However, public participation in local government's led programs is still limited in Bangladesh (Ahmed and Swapan, 2009). In our country due to bureaucratic problem decisions are made centrally that does not reflect locals people view, especially those of socially vulnerable groups. The study suggests that existing legislative arrangement is not supportive for participatory urban development at all levels and political problem are mainly responsible for unsuccessful implementation of Details Area Plan (DAP) of Dhaka city. Most of the cases the policy doesn't implement due to lack of administrative capacity and political will. We should learn from others if we want to overcome the 21st century challenges.

VI. Conclusion

The planning aim is basic understanding of these critical areas and future urban planning must take place within an understanding of the factors shaping 21st century challenges for sustainable cities that lie ahead. It also needs to recognize the changing institutional structure of cities and emerging spatial configuration of large, multiple-nuclei or polycentric, city-regions (Un-Habitat, 2009). Development is an issue, which needs to be solved by a team of all-professionals who are involved in this field in an integrated way because once development decisions are made it would be difficult to change for a country like Bangladesh where resources are very limited.

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